DOCUMENT RESUME

ED 316 694 CE 054 337

TITLE	Vocational Training in Italy.
INSTITUTION	European Centre for the Development of Vocational Training, Berlin (West Germany).
REPORT NO	ISBN-92-825-7951-4
PUB DATE	85
NOTE	86p.; Colored map and chart will not reproduce well.
AVAILABLE FROM	UNIPUB, 4661-F Assembly Drive, Lanham, MD 20706-4391 (Catalogue No. HX-47-86-745-EN-C, $4.00).
PUB TYPE	Reports - Research/Technical (143)
EDRS PRICE	MF01/PC04 Plus Postage.
DESCRIPTORS	Agriculture; Apprenticeships; *Career Guidance; Continuing Education; Contracts; Educational Finance; *Educational History; *Educational Trends; Foreign Countries; *Industrial Training; Industry; *Labor Market; Service Occupations; *Vocational Directors
IDENTIFIERS	*Italy

ABSTRACT

This document on vocational training in Italy contains eight chapters. Chapter 1 describes the population of Italy. Chapter 2 describes the Italian economy through the agricultural, industrial, and service sectors. Chapter 3 describes education and vocational training in Italy, including regional agricultural and nonagricultural vocational training, vocational training in industry and commerce, apprenticeship, and training and work contracts. Vocational guidance and vocational training and the labor market are also described in Chapter 3. Chapter 4 describes continuing training. Chapter 5 describes the historical development of education and vocational training in Italy. Chapter 6 identifies the responsible authorities for vocational training. Chapter 7 identifies the sources of funding for vocational training. Trends in vocational training in Italy are discussed in Chapter 8. (CML)

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ED316694

CEDEFOP

This report was drawn up by

ISFOL — Istituto per lo sviluppo della formazione professionale,
Rome, Via Bartolomeo Eustachio, 8

on behalf of
CEDEFOP — European Centre for the Development of Vocational Training,
Berlin 1985

Published by
European Centre for the Development of Vocational Training,
Bundesallee 22, **D-1000 Berlin 15**
Tel. (030) 88 41 20; Telex 184 163 eucen d; Telefax (030) 88 41 22 22

The centre was established by Regulation (EEC) No 337/75 of the Council of the European Communities

Vocational training in Italy

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This publication is also available in the following languages:

DE ISBN 92-825-7950-6
FR ISBN 92-825-7952-2
IT ISBN 92-825-6909-8

Cataloguing data can be found at the end of this publication

Luxembourg: Office for Official Publications of the European Communities, 1988

ISBN 92-825-7951-4

Catalogue number: HX-47-86-745-EN-C

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Printed in Belgium

Dear Readers,

The best way of promoting cooperation among the Member States of the Community in the field of vocational training is by promoting understanding of the various training systems. CEDEFOP has deployed a large portion of its resources with a view to improving an exchange of such information, not only by publishing monographs such as this but also by organizing conferences and seminars, producing audiovisual material and publishing a series of studies and documentary dossiers.

This monograph is intended to serve as a frame of reference providing the reader with a maximum of information on many aspects of vocational training – the legislative framework, funding, historical development, etc. Our objective here is to present a "dynamic" description placing the questions encountered in the field of vocational training in their proper economic, social and cultural context within the Member State under review.

This monograph serves as a basic document for a wide range of activities at the Centre, for example the establishment of comparability between vocational qualifications or in-depth studies of certain important aspects in the development of initial and continuing vocational training.

The text of this description was prepared in consultation with the social partners, and we hope that we have thereby maintained a position of objectivity which respects the opinions expressed by all the parties involves, i.e. the representatives of the governments of the Member States and of the two sides of industry.

Our publications describing the vocational training systems in the various Member States are based on a single structure, an approach which facilitates the work of comparing and contrasting respective system elements wherever comparison is possible.

All the monographs are available in the original language and at least two other Community languages.

During the course of 1987 the Directorate of the Centre will develop proposals for a new version of the CEDEFOP Guide to take account of the fact, firstly, that training systems undergo a process of change and, secondly, that from 1 January 1986 the Community has two new Member States.

The Centre extends its thanks to the authors for their collaboration.

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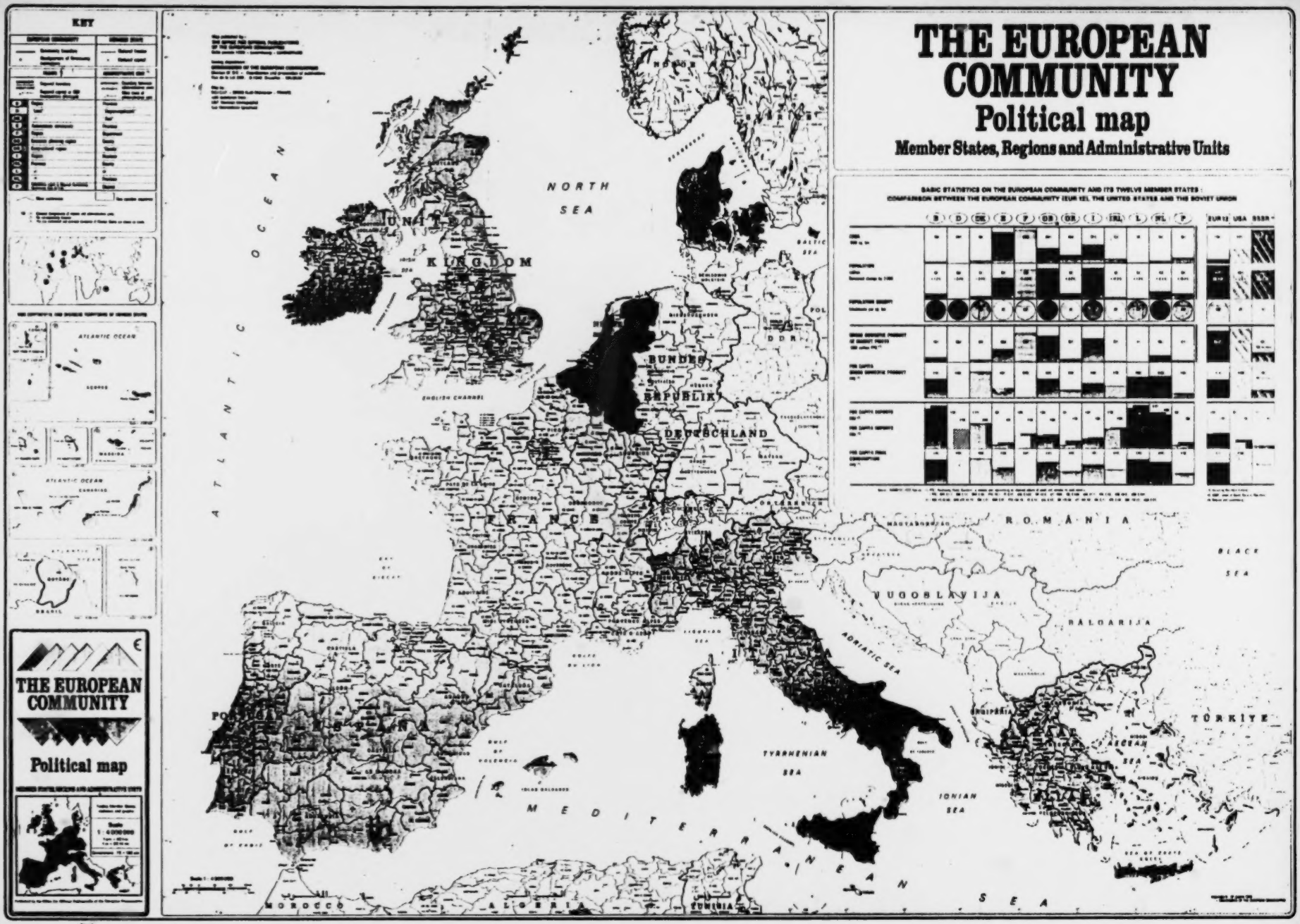
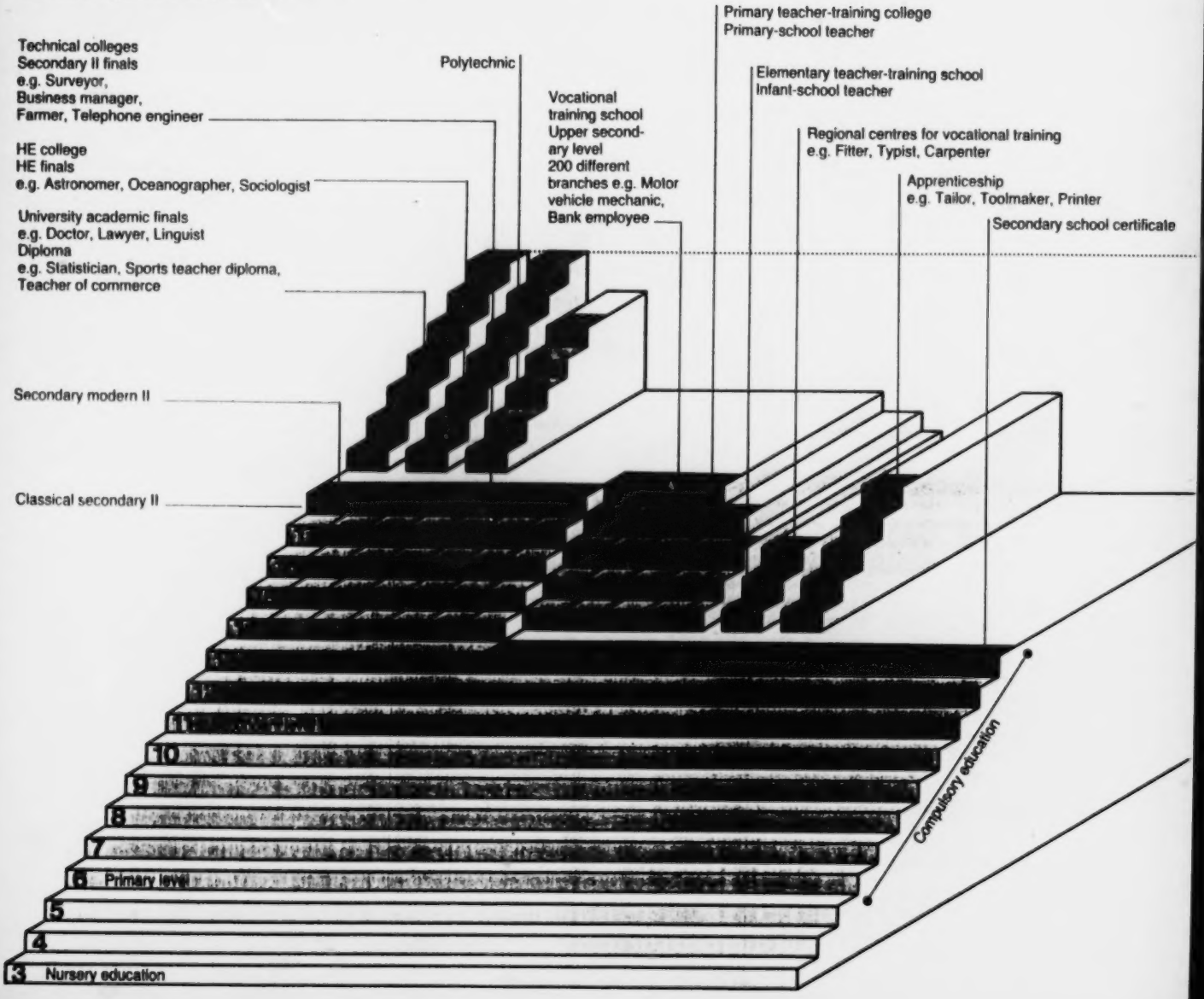
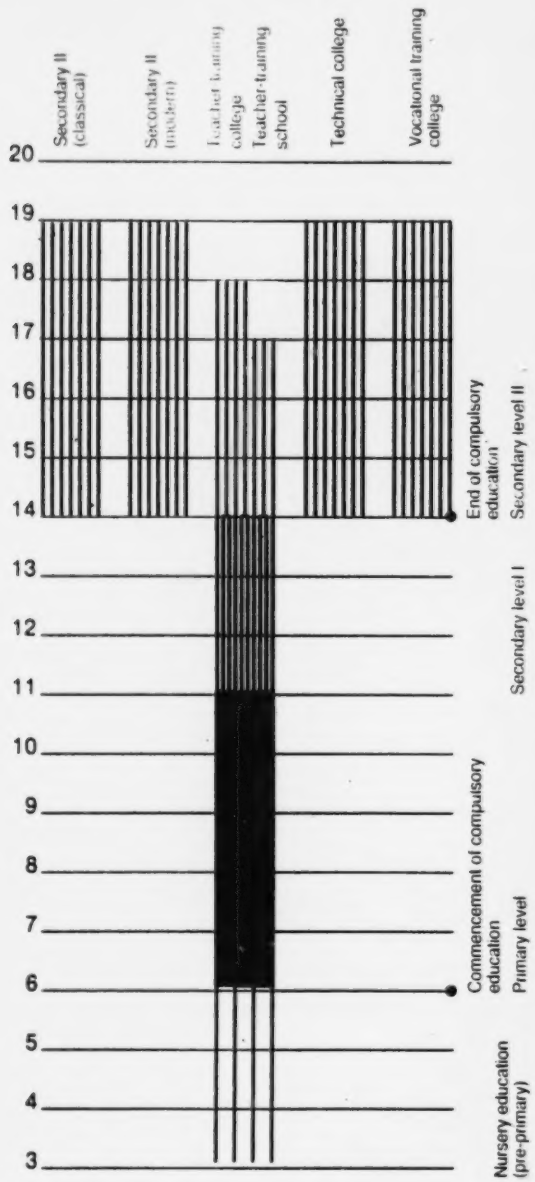

KEY
THE EUROPEAN COMMUNITY
Political map
THE EUROPEAN COMMUNITY
Political map
Member States, Regions and Administrative Units
BASIC STATISTICS ON THE EUROPEAN COMMUNITY AND ITS TWELVE MEMBER STATES :
COMPARISON BETWEEN THE EUROPEAN COMMUNITY (EUR 12), THE UNITED STATES AND THE SOVIET UNION
B D DK E F GR IR I NL L P EUR 12 USA USSR
ATLANTIC OCEAN
NORTH SEA
UNITED KINGDOM
BUNDES REPUBLIK DEUTSCHLAND
DDR
FRANCE
ROMANIA
BLACK SEA
YUGOSLAVIJA
BALGARIJA
ADRIATIC SEA
TYRRHENIAN SEA
IONIAN SEA
TÜRKIYE
MEDITERRANEAN SEA
MOROCCO
ALGERIA
TUNISIA

This diagram illustrates the various routes which may be followed through the education system. The wide range of opportunities for vocational training are indicated, varying from the apprenticeship (top right) to the college. The ages at which various stages in the educational system are reached are given and also at what stages decisions must be made about further studies, and to what extent these decisions are binding. The diagram indicates the period of compulsory education, the period of training required for the final examinations and the age at which they are taken.

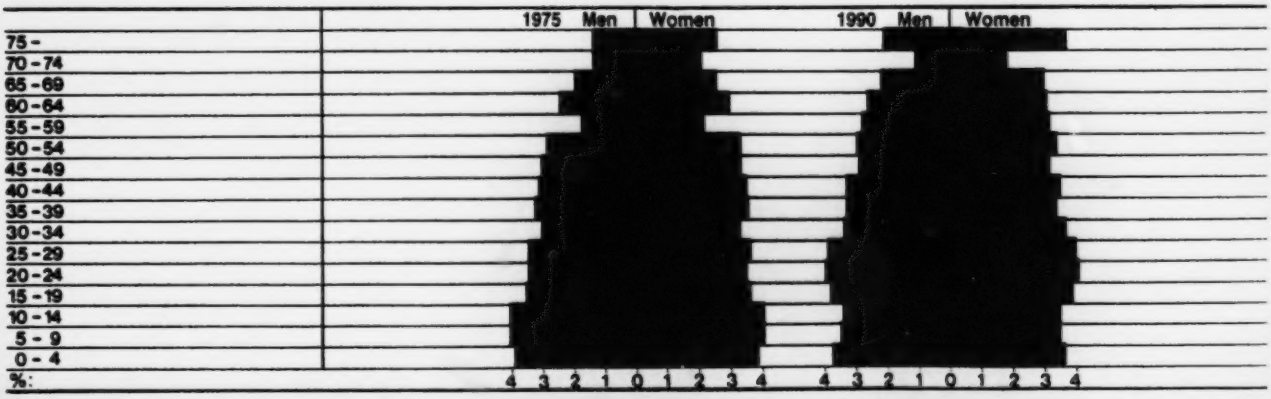


This survey shows different paths available within the general educational system and the State-run vocational schools. Comparisons can be made between the commencement, duration and opportunities for choice in relation to age in each case.

Educational paths



Age structure



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CHAPTER 1

POPULATION

POPULATION

The Italian population increased by 19% between 1951 and 1981, rising from about 47.5 million to about 56.5 million. Nevertheless, the annual growth rate over this thirty-year period did not rise as rapidly as in previous periods. This trend is also apparent in the estimates made for 1991 and 2001.

For the latter year, the total population is expected to be just over 56 million, equivalent to a growth of about 18% compared with 1951.

YEAR	POPULATION	%
1951	47 515 000	100%
1961	50 623 600	106%
1971	54 136 500	114%
1981	56 536 500	119%
1991*	56 694 000	119%
2001*	56 067 000	118%

(* PROJECTION)

Source: ISTAT

This trend would indicate much less dynamic growth for the future, resulting in a zero or even a negative growth rate.

Considering four growth assumptions, a low birth rate with some migration, a high birth rate with some migration, a low birth rate with no migration, and a high birth rate with no migration, the range between the two limits would go from a growth of $\frac{1}{2}$ per thousand per year to a negative growth rate which could reach 1.5 per thousand in the five-year period 1996-2000.

Consequently, in absolute terms, there could be an increase of about 1 400 000, or a reduction of 600 000, in the fifteen years between 1986 and 2000, according to the estimates for maximum and minimum development (the fourth and the first assumptions mentioned above).

More specifically, in the first case the population would rise from 57 113 000 to 58 520 000, while in the second it would fall from 56 728 000 to 56 067 000.

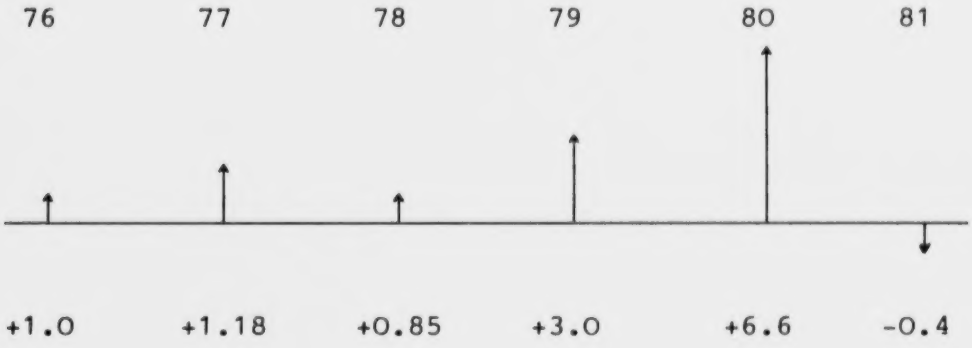
Of the four assumptions regarding growth account will however be taken only of the last two (high and low birth rates with no migration), since they correspond to estimates for natural population movements.

These assumptions are in fact useful in themselves in that they make it possible, in particular, to determine the potential labour supply, namely the total population of working age in accordance with the initial structure of the population and the estimated levels of fertility and mortality.

They are therefore essential, both for defining economic reference frameworks and therefore development possibilities, and because they make it possible to estimate migration indirectly through comparing labour supply and demand.

As regards migration trends, it should be pointed out that these have been inverted since the two-year period 1971-1972. Up to that time, the net balance was in fact negative with a higher flow outwards than inwards.

From 1972, on the other hand, this net balance became positive until 1981, when it showed an admittedly very low negative value.



With regard to the forecasts, substantial differences are shown in the results for the population throughout Italy, with sharp falls in the northern and central regions and substantial increases in the south.

The Liguria region is of particular significance: there the population would fall at the highest rate in the country in the period 1986-2000.

Substantial reductions in the population would also occur, still in the north, in Friuli Venezia Giulia, in Emilia Romagna, in Valle d'Aosta, in Piedmont and Lombardy, and in Tuscany in central Italy.

In the south, where there would be increases at an average rate of 4/2 per thousand, the regions with the most marked development would be Apulia, Campania and Calabria. It should be pointed out that migration, which in the past resulted in significant population losses for the south and large increases in the centre and the north, has been considerably reduced and so the estimated values for the regional resident population are very close to their respective natural developments.

For the period 1986-2000 population development is expected to be determined almost entirely by the natural factor, resulting in falls in the centre and the north and rises in the south.

CHAPTER 2

ECONOMY

The structure of the working population (which in 1981 was about 40%) has shown a significant change over the last few years, displayed principally in:

- a continuous reduction in those employed in agriculture;
- the inability of the industrial sector to keep job levels constant;
- a steady rise in those employed in the services sector.

Overall, the total number of employed has not reduced much over the last few years, and has remained constant or actually grown. The reason behind the problem of high unemployment levels lies in fact in the continued increase in the work force, particularly as regards young people, who are unable to get into a labour market which is showing signs of saturation.

JOBS BY ECONOMIC SECTOR (IN %)

	AGR.	IND.	SERV.	TOT.
1978	15.5	38.3	46.2	100
1979	13.8	36.8	49.4	100
1980	13.3	36.7	50.0	100
1981	12.8	36.3	50.9	100
1982	12.1	35.8	52.1	100
1983	12.0	34.8	53.2	100
1984	11.6	33.4	55.0	100

Source: National Accounting data

The growth of the services sector in the context of employment in Italy is also shown by this sector's contribution to the formation of the gross domestic product.

In 1984, for example, net output, at market prices in billions of current lire, was equivalent to 224 206 billion in the industrial sector (13.1% more than in 1983), 257 342 billion in the sector of services intended to be sold (15.8% more than in 1983) and 32 294 billion in the agricultural sector (0.1% less than in 1983).

The contribution of these three sectors to the formation of gross domestic product was equivalent to 48% for industry, 50% for services and about 2% for agriculture.

At constant prices (billions of 1970 lire), the breakdown of net output results in 35 647 billion for industry (2.8% more than in 1983), 37 241 billion for services intended to be sold (3.7% more than in 1983) and 5 905 billion for agriculture (4.7% less than in 1983).

Until 1981, industry's net output was higher, at constant prices, than that of services (36 299 billion, compared with 35 373 billion).

The next year, however, the services sector had already taken the lead over industry with net output of 35 725 billion.

This gap also widened in 1983 until it reached the 1984 figures given above.

The agricultural sector, on the other hand, has remained well below the secondary and tertiary sector levels, with net output going from 5 841 billion (in 1970 lire) in 1981 to 5 695 billion in 1982, 6 197 billion in 1983 and 5 905 billion in 1984.

CHAPTER 3

EDUCATIONAL TRAINING AND VOCATIONAL TRAINING

1. INTRODUCTION

It is becoming increasingly evident nowadays how more flexible but often fragmentary and inconsistent activities are supplementing and being added to ways of training which are consistent enough but also fairly rigid (such as secondary schools and regional training); altogether there are numerous opportunities under such varied headings as basic training, instruction, re-training, distance training, and so on.

In response to such many-sided and diversified training demand, no uniform response can be given; instead, a manifold response is required both as regards content and structure.

At present, in response to diversified training demand at least four types of supply, or rather four autonomous systems, are becoming established:

- a state system, based on technical colleges, vocational training schools, and other higher secondary schools;
- a regional system managed and supervised by the Regions, based on regional centres for vocational training (CFP) entirely financed by regional budgets;
- a company training system which is financed and managed by individual firms or groups of undertakings for their own staff;

- a private system, which has arisen and developed in response to individual demand for training and is largely co-ordinated by major training bodies sponsored by trades union, religious or lay organizations.

2. THE GENERAL SYSTEM OF EDUCATION

Most schools in Italy are State-owned. Both State schools and private schools are controlled by the Ministry of Education.

NURSERY EDUCATION. Attendance at nursery school is voluntary and can be for up to three years, from age 3 to age 6 years.

COMPULSORY EDUCATION COMPRISES:
The basic or primary level (5 years from 6 to 11 years), and the standard comprehensive secondary level I (from 11 to 14 years) in accordance with the school reform of 1963. There is an examination at the end of secondary level I, which has to be passed in order to commence secondary level II, or to take up employment in public service (this applies also to many of the private industries).

Secondary level II currently comprises a large number of different curricula (305) which nearly all provide five years' tuition, distributed amongst the following types of school:

- classical secondary schools II;
- scientific secondary schools II;
- primary teacher-training colleges;
- nursery teacher-training schools;

- technical schools (subdivided into: ITI - Istituto tecnico industriale - covering more than 50 groups of industrial subjects; ITA - Istituto tecnico agrario - for agriculture; ITC - Istituto tecnico commerciale - for commerce; ITG - Istituto tecnico per geometri - for surveying; ITF - Istituto tecnico femminile - home economics etc for women;

- State schools for three years' vocational training after compulsory schooling, subdivided into: IPSIA, Istituto Professionale per l'industria e l'artigianato, with about 200 subjects, mainly craft-based; IPSA - Istituto Professionale di stato per l'agricoltura - for agricultural studies; IDA - Istituto d'arte - for commercial art);

- these schools usually run three-year courses which lead to a school-leaving certificate and a qualification for a particular trade. Following the 1969 Law, there have been an increasing number of experiments in which the courses have been extended to five years.

In all 305 subject areas in the current upper secondary schools, passing the final examinations after a five-year course gives unrestricted access to a university course in any faculty.

HIGHER EDUCATION takes place at State and private universities and some specialized higher education colleges. They are autonomous, undertaking research as well as teaching, and they are not subject to the regulations of the general system of education.

3. TRAINING PATHS

Several possibilities are open to young people after they have completed their compulsory education they can:

- start work immediately without any vocational training;
- start an apprenticeship;
- enrol at one of the regional centres for vocational training;
- enrol at one of the state schools for vocational training;
- enrol at a secondary level II school and when they qualify choose between continuing their studies at university level or practising one of the trades which the technical institutes give training for.

4. VOCATIONAL TRAINING

In Italy vocational training is provided both within and outside the educational system.

Vocational training in the state school system, for young people, given mainly in vocational training schools, comes under the Ministry of Education and forms part of the overall educational system in Italy; financing also falls within this framework and all costs are borne by the State.

As mentioned, various institutions operate outside the state school vocational training system; amongst these, however, those whose activities are most similar to those of the school system are the Regional Administrations. All the training activities which come under them (non-school vocational system) are directed towards imparting work skills through training courses which last two years. This training is normally given in organizations called "Vocational Training Centres" (CFP).

The State institutes for vocational training (IPS), which were established after the war, originally offered two and three year courses in a large number of occupations and were attended mainly by the same people as the regional centres for vocational training. Because courses in the State institutes for vocational training were for the most part extended to five years, and hence placed on an equal footing with other secondary level II institutes (with the possibility of going on to university), the two systems for training have taken different paths.

On the one hand the IPS have become increasingly closely assimilated with the other secondary level II systems, and on the other the regional training system has been forced not only to meet the requirements for training for young people who cannot make progress in secondary level II, but also to facilitate the transition from school to work and to provide continuing vocational training for workers in jobs.

Regional training (regulated by Law No 845/78) is either run directly by the regions or through agreements between them and training bodies (which in turn run vocational training centres). Both the State institutes for vocational training and the regional vocational training centres train people for jobs in the three productive sectors, agriculture, industry and services.

REGIONAL NON-AGRICULTURAL VOCATIONAL TRAINING

As regards the quantitative aspects of the regional vocational training system, the ISFOL survey on the extent of regional vocational training provided directly by the various regional councils, and with their co-operation, revealed that in 1984 there were 1 624 vocational training centres (CFP) operating in the non-agricultural sectors throughout the country (of which 27% are run by public authorities). This figure, which in some respects must be regarded as an approximation, is slightly lower than that for 1983. However, although there are no major changes overall, in

specific cases the turnover in training institutions started up or closed down is sometimes not inconsiderable.

This occurs for the main part with occasional or outlying branches, often targeted more directly at specific training schemes, but at times it is actually a CFP which is established or closed down.

In a number of regions, both public and private institutions are being rationalized, and sometimes reorganized; this process is usually linked to a policy to bring about qualitative restructuring of existing institutions and greater efficiency in the system, but it is not unusual for factors of a financial nature to intervene as well.

In any event it can be said that overall the system is stable in terms of quantity[1]; this is shown by the volume of activity, understood both as the number of courses given and the number of students.

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[1] However, it needs to be pointed out that the situation varies widely: for example, in contrast to institutions which are under-utilized because of lack of demand there are others which have to be selective because the demand exceeds capacity; in other cases, the demand for training cannot be met in full because of financial constraints.

In particular, in 1984 about 11 200 courses were given, compared with 11 600 in 1983, while with regard to training for young people the number of pupils has fluctuated around 200 000 over the last few years (about 202 000 in 1984, 212 000 in 1983, and 195 000 in 1982).

In more detail, the situation was as follows for the individual areas in 1984:

AREAS	CFP	COURSES	PUPILS
Northwest Italy	413	3 051	58 366
Northeast Italy	346	2 434	43 317
Central Italy	233	1 687	28 820
Southern Italy	632	3 991	70 924
TOTAL	1 624	11 163	201 427

The average number of pupils per course throughout the country was 18.0, slightly less than in 1982-83 (18.3); the situation by area is as follows:

AREA	1982-83	1983-84
Northwest Italy	18.4	19.1
Northeast Italy	19.2	17.8
Central Italy	18.7	17.1
Southern Italy	17.4	17.8
TOTAL	18.3	18.0

A distinction needs to be made in vocational training for young people between so-called "basic training" (meant to give basic qualifications and, in a certain sense, representing the "traditional" or "consolidated" activity of the CFP), and what is defined as "second level training".

The latter, which is becoming increasingly widespread, is generally aimed at those with upper secondary school leaving certificates; it usually emerges as a requirement for post-school specialization, where new types of job are identified which require a particular type of training, or as a skill which schools are not capable of teaching.

From an analysis of the data for the last two years of training, a striking increase can be seen in the volume of second level activities (from 7 369 to 11 838 pupils); the relationship between basic training and second level training is also altering, obviously resulting in greater emphasis on second level training (from 3.4% to 5.9%).

Naturally in this case even more than in the others, the situation varies immensely from one part of the country to another because of the very close links between training and the requirements of the economic situation; however, it should not be ruled out that regional "sensitivity" to the problem may vary. In numerical terms, the situation was as follows in 1984:

AREA	No OF PUPILS	% OF TOTAL
Northwest Italy	8 194	14.0
Northeast Italy	2 687	6.2
Central Italy	300	2.1
Southern Italy	657	0.9
TOTAL	11 838	5.9

To return to training for young people as a whole, brief reference may be made to the breakdown of pupils according to the various training sectors.

Overall, there are still more who train for the industrial sector (54.4%) than for the services sector (36.2%), with the following breakdown by area:

AREA	INDUSTRY	SERVICES	OTHER	TOTAL
Northwest Italy	54.6	33.6	11.8	100.0
Northeast Italy	67.7	30.0	2.3	100.0
Central Italy	52.9	32.6	14.5	100.0
Southern Italy	42.0	46.2	11.8	100.0
TOTAL	54.4	36.2	9.4	100.0

As regards staff, there were 32 404 in 1984, of which 23 076 were teaching staff and the remainder administrative and auxiliary staff; teaching staff represent 71.3% of the overall staff total.

This percentage varies from one part of the country to another, as follows:

Northwest Italy	73.1
Northeast Italy	80.2
Central Italy	74.5
Southern Italy	65.6
TOTAL	71.3

Finally, with regard to the average number of pupils per teacher, it is calculated that the national average (for 1984) was 8.5 pupils per teacher; here again, the situation varies from one part of the country to another, depending on the definition and classification of the courses given, and on how instruction is organized in the CFP. In general the ratio falls when moving from north to south, the situation for individual areas being as follows:

Northwest Italy	10.1
Northeast Italy	9.7
Central Italy	8.2
Southern Italy	7.0
TOTAL	8.5

The figures provided so far appear sufficient to provide a general picture of the size and breakdown of the regional vocational training system; the figures are in

somewhat conglomerate form, but in this regard it should be pointed out that it is extremely difficult to collect homogeneous figures (partly because, as already pointed out, of the diversity of existing situations and because of the different degrees of organization of the individual regions).

REGIONAL VOCATIONAL TRAINING IN AGRICULTURE

The volume of training in agriculture is considerable: about 3 456 training courses (split up into basic, refresher and specialization courses) were given to a total of 64 356 pupils in the 1983-84 training year. If a comparison is made with the figures - again, gathered by ISFOL from the regions - concerning the number of pupils in the other sectors (industry and services) the national ratio may be assessed at about 20%.

It is therefore clear that vocational training in agriculture occupies an important part in regional training as a whole.

If the number of vocational training pupils in agriculture is then compared with the ISTAT figures for those employed in the primary sector for the same year, it is seen that values vary considerably from one region to another in relation to a national average of 1 pupil receiving agricultural training for every 38 workers employed in the primary sector.

These figures make it possible to measure to some extent the consideration specifically given to training in agriculture by the regions; and they show how Emilia-Romagna and the Veneto, which have always been predominantly agricultural regions, have the most training activities.

The figures themselves do not however make it possible to identify any new trends in this field, or the introduction of new job categories, more in line with realities, as a result of the introduction of new technology in the primary sector too, or the need to have to deal with an increasingly demanding domestic market and an increasingly competitive international market.

Study of the data compiled shows that vocational skills can usually be grouped together in the following sectors:

- animal husbandry;
- growing fruit and vegetables;
- growing flowers;
- cultivating vines, growing olives, producing cereals;
- farm management and product marketing;
- farm tourism.

This summary distinction does not however enable the changes which have undoubtedly taken place within

training to be verified, but if the list of skills is analyzed in detail it can be seen that some regions propose other innovatory skills.

One last figure concerns agricultural training management: most of the regions entrust training to authorized bodies. These are divided in turn into those which operate at national level (Inipa, Cipa, Enaip, Ecap, Ial, Anapia, Cenasca, Cipa-At, Enfap, Enapra, 3P Clubs, etc) and those which only operate at local level.

There do not appear to be differences between vocational training management in the primary sector and management in the secondary and tertiary sectors, with the exception of the aspects connected with course timetabling (evening courses are obviously more common than in the other sectors), with where the courses are carried out (theoretical instruction is mainly given in classrooms, but also on the ground, like practical work) and with the characteristics of the teaching staff (most of the teachers teach both theory and practice, without any distinction).

Mention should however be made of the attempt, already put into effect by some regional authorities, to tackle the problem in a way much better suited to the new requirements of the labour market: there are in fact courses for co-operation technicians, technicians in the field of technical and economic planning and assistance

in the agricultural and forestry sectors, anti-pollution and environmental hygiene technicians (who analyze soil, waterways and the atmosphere), technical assistants who conduct trials on behalf of plant protection product firms, modern agronomical techniques and technology, farmers with mixed-use holdings, the administrative and tax aspects of farming accounts, farm tourism operators and trainers, agricultural consultants and worm growers.

OTHER TRAINING ACTIVITIES

To complete the picture, some other training opportunities should be mentioned, in addition to those described, which do not really fit into a "system" and are usually linked to employment policies; these are, in particular, training schemes in industry, apprenticeship and training-work contracts.

-A- VOCATIONAL TRAINING IN INDUSTRY AND COMMERCE

Some large undertakings and state participation concerns have their own training departments, which as a rule carry out three types of training, mainly for their own employed workers:

- standard pre-job training, and training for changes in category or changes to particular sectors within the firm, etc;
- training aimed at reorganizing sections or working groups within the undertaking;

- managerial training, either given directly or carried out in co-operation with outside organizations specialized in specific managerial disciplines.

In this connection reference should be made to a fact of some importance, linked to the widespread distribution of small and medium-sized undertakings; whereas up to the 1960s it was the small and medium-sized undertakings which provided executives for the major concerns, nowadays the reverse is taking place.

The large undertakings in fact usually function as centres where skilled workers and executives get their initial training and social skills: they then usually find better long-term prospects on the external market. Some of the major undertakings have reacted to this state of affairs, and have reorganized their internal training departments, converting them mainly into training agencies which work both for the group and for the external market.

The training carried out by the major industrial groups, by medium-sized undertakings in technologically advanced sectors and by associations of SMUs is usually self-financed and as a result difficult to describe in quantitative terms or by type classification. It is thought that the qualitative level is normally good and particularly well-matched to the requirements of the labour market.

-B- APPRENTICESHIP

Apprenticeship in Italy takes the form of a contract of employment and eight hours of teaching; it can last from three to five years according to the type of contract.

This type of training, which has nowadays practically disappeared from the industrial sector, as a result of negotiations with the trade unions, is now restricted to the manual crafts and commercial sectors. It has recently lost all value as specialized vocational training, because the additional eight hours' tuition a week is now rarely provided by the regions.

Over the last few years training courses have been attended by less than half the apprentices.

-C- TRAINING-WORK CONTRACTS

As an instrument for promoting the employment of young people under Law No 863-84, training-work contracts have been introduced. The law lays down that they must have the following characteristics:

- training-work contracts are for young people between 15 and 29;
- they are recruited directly by undertakings under the so-called "nominal call" scheme, i.e. without following the numerical order laid down by employment offices;

- training-work contracts are for a limited period, at the end of which the firm decides whether to take on or dismiss the young person;
- the same tax relief on part of the contributions is given as for apprenticeship contracts;
- only those employers who intend to apply for financial assistance from the region are required to submit training projects.

Training-work contracts thus represent, in the near future, an incentive for firms to use young workers.

In 1983, 162 442 young people were given a start in employment with training-work contracts; in 1984 projects were approved for 50 000 workers. In 1985, 108 000 young people were taken on as a consequence of Law No 863 of December 1984.

VOCATIONAL GUIDANCE

In a situation in which it is increasingly difficult to match employment supply and demand, social processes appear more and more as transitional processes (between school and work, one job and another, between work and vocational training, etc).

In such circumstances, faced by the need to judge public and private initiatives in the sector which are full of

new ideas and potential but often uncoordinated, there is a requirement for a unifying and co-ordinating phase with respect both to regulations and operations.

As regards the regulations, it is necessary to eliminate the dichotomy existing between vocational guidance and educational guidance, and in practice re-arrange guidance in a common framework in which both long-standing and new-found potential can be achieved.

As regards operations, it is necessary, in parallel fashion and in the expectation that parliamentary discussion and approval will be a lengthy process, to bring together various bodies with responsibilities in this field which are involved in guidance to work on joint projects.

At present the educational and vocational dimensions of guidance still exist as autonomous phases and structures. While responsibilities in the field of vocational guidance lie with the regions, those for educational guidance come under the Ministry of Education.

In 1981 the Inter-regional Committee for Guidance was set up, which held a series of meetings with the regional officials in charge of guidance in order to clarify their individual positions as regards the problems of guidance and to map out joint lines for action.

These meetings gave rise to a useful document which sets out some joint operational guidelines with regard both to the organizational aspects and action on the ground; amongst other things, guidance services may be provided at two levels, regional and sub-regional.

It should also be pointed out that some regions have delegated authority for guidance to the provinces or other local bodies (such as inter-communal associations and the "Comunità montana" (mountain community)).

Elsewhere, on the other hand, the regions take action directly through their own agencies or centres. The provinces and other local authorities also often take action through their own agencies or centres.

The work and presence of the regions, the provinces and other local authorities seem to be most evident in the centre and the north, and are less conspicuous, but not entirely absent, in the south, despite difficult situations and circumstances.

VOCATIONAL TRAINING AND THE LABOUR MARKET

Examination of the jobs which the young people trained at the CFP were interested in at the end of their training period makes it possible to assess the results and the validity of the training given.

The survey on starting working life (EVA) carried out by ISFOL on those trained at the CFP enables the progress of those starting and leaving jobs in different circumstances to be followed, together with working methods, their introduction to work and mobility.

To sum up, the situation is as follows three years after completion of training:

	SKILLS SECTOR		
CIRCUMSTANCES	INDUSTRY	SERVICES	TOTAL
Employed	69.5	68.6	68.9
Looking for their first job	13.3	11.8	12.4
Unemployed	8.5	9.3	8.8
Not looking for work	4.0	4.4	4.3
Students	5.0	6.0	5.6
TOTAL	100.0	100.0	100.0

As regards the employed, the nature of the work carried out shows a certain degree of stability, although this stability is not always accompanied by a proper employment contract; the breakdown is in fact as follows:

SKILLS SECTOR

NATURE OF WORK	INDUSTRY	SERVICES	TOTAL
Stable with a contract	77.0	70.8	73.5
CIG (wage equalization fund)	1.9	0.4	1.0
Stable without a contract	10.5	12.0	11.4
Occasional	3.8	3.3	3.5
Temporary with a contract	1.9	4.0	3.1
Temporary without a contract	2.9	5.1	4.1
Seasonal	0.5	2.2	1.4
Probationary	1.0	1.1	1.0
Other or unidentified	0.5	1.1	0.9
TOTAL	100.0	100.0	100.0

Analysis of the distribution of the employed according to the job carried out demonstrates how this varies on the basis of the skills sector; nevertheless those trained by the CFP do not always do jobs which are consistent or tie in with the vocational training received.

In particular, young people with services skills often enter the labour market as workmen (25%), while those with training for industry get jobs as junior or senior clerical workers (10%). In summary form, the situation is as follows:

	SKILLS SECTOR		
JOB	INDUSTRY	SERVICES	TOTAL
Self-employed	1.0	4.8	3.0
Helping in family businesses	4.8	1.8	3.1
Crafts	5.7	2.7	3.9
Senior clerical staff	4.3	19.7	13.1
Junior clerical staff	5.3	40.1	25.1
Skilled workers	60.8	8.0	30.7
Unskilled workers	14.9	17.0	15.5
Others	3.2	5.9	5.6
TOTAL	100.0	100.0	100.0

As regards the time it takes to get a job, this is fairly short, since 70% of young people find employment within six months of acquiring a skill.

CHAPTER 4

CONTINUING TRAINING

On the subject of continuing training, it would appear to be important first of all to divide measures into two categories: those which could be defined as specific, or in any event directed towards adults at particular stages in their professional careers (being repeated in some cases), namely re-training, updating and refresher courses, and so on; and those which could be defined as continuous in time, such as the Open University in English-speaking countries.

In the first case there are numerous examples in Italy which may be classified as measures directed at:

- responding to the threat of unemployment;
- responding to a state of long-term unemployment;
- responding to the challenge of the new information technology.

In addition to these, which are in any event requirements shared, albeit to varying extents, by the other countries of the EEC, there are also requirements with their origin in situations which are peculiar to Italy, such as the reconstruction work in the aftermath of earthquakes in Campania and Basilicata, or requirements determined by the considerable importance which agriculture still has in Italy, particularly in some regions.

If this state of affairs is taken in conjunction with the present economic standstill, it is logical that there should be considerable interest in types and

sectors of activities which may have seemed less important during the period of growth; to give some concrete examples, the following examples of initiatives may be mentioned:

- re-training courses for former miners to be employed in new jobs provided for by productive development plans;
- re-training courses for workers receiving "Cassa integrazione" allowances to top up their wages and who risk losing their jobs;
- a course on methods of consultancy and assistance in agricultural techniques (for young people looking for their first jobs and the adult long-term unemployed);
- training for the unemployed who will subsequently be employed on Public Works jobs.

If the term "continuous training" is used to refer to that type of on-going training which is based on the example of institutions like the Open University, it should be pointed out that such activities are of little importance in Italy and so any innovatory movements are even less important within such a limited area of experience.

It should in fact be considered that at least until recently all publicly-financed vocational training measures were in fact concentrated on those in the younger age groups.

Large industrial groups and associations of undertakings which are being reorganized or restructured have introduced continuous training schemes for workers losing their jobs in response to the impact of the new technology in the manufacturing and services sectors. It is difficult to quantify these measures, both as regards finance and the numbers involved.

It can however be stated that in Italy there is no organic structure for vocational training which can be described as continuous, since in this regard there is no legislative framework with clear rules, nor any separate organization, nor, in some respects, sufficient knowledge.

CHAPTER 5

HISTORICAL DEVELOPMENT

There is no strong tradition in Italy of vocational training institutions based on guilds and trade associations. Vocational training has developed mostly as an offshoot of the general system of education. Compulsory education for all was first introduced in Italy in 1859, and was limited initially to children between 6 and 8 years of age.

In about 1850, the upsurge of trade in Piedmont and the expansion of the administrative services of the Kingdom of Italy made it necessary to have new training facilities which were quite distinct from the traditional classical education. In the Kingdom of Sardinia, five-year courses for practical instruction in subjects which were not taught at the universities were introduced in 1840. This was the first kind of technically orientated instruction, partly influenced by the curricula of the Austrian secondary schools, which already existed in Lombardy. These courses were privately financed and did not qualify pupils for university entrance.

In 1859, the first law on education in Italy transferred the costs of this kind of training to the State. Technical training was reorganized. Higher level technical training now existed alongside upper secondary education in the humanities under the aegis of the Ministry of Education. At the same time another training sector was introduced, divided into a technical branch with intermediate and final examinations and a practical

branch for commerce and crafts, both under the jurisdiction of the Ministry of Agriculture, Industry and Commerce.

In 1923 responsibility for all techical training passed to the Ministry of Education. Vocational training for workers, which was mainly practical, was put under the Ministry of Agriculture, Industry and Commerce.

In 1928 practical training courses for workers also came under the responsibility of the Ministry of Education. In spite of this reorganization and simplification, the differences between technical training for technicians and practical training at a lower level for workers and craftsmen remained unchanged.

During the fascist era repeated attempts were made - more for reasons of political dogma than to improve the workers' lot - to bridge the gap between the educational and vocational training systems by means of supplementary courses, but with only modest results.

In the period after the Second World War, the concept of vocational training at last assumed a new importance.

The high level of unemployment during the early post-war years made the promotion of vocational training necessary, and led to the legislation which placed the system of vocational training under the Ministry of Labour. Many firms and public companies offered specialist courses at their own vocational training centres, some of which received large State subsidies. The vocational training system developed in a similar way

in parallel with the training provided by the Ministry of Education. Law No 264 of 1948 showed the way here.

Not only did it provide a basis for a public job placement system, but it also enabled the Ministry of Labour to finance training courses organized by firms or other institutions for the purpose of retraining their workers, or for those looking for their first job. Although Law No 264 was quite exceptional for its time because of the prospects it opened up, its power to produce a workable system of vocational training was limited by the lack of planning for the courses, which were financed indiscriminately on the basis of the applications received rather than to meet essential training requirements. Development was also hindered because Italian industry, in the moderately industrialized areas, was able to achieve high profits with low wages and relatively modest technology. Furthermore the trade unions, after 20 years of underground existence and still involved in the struggle for recognition, concentrated on security of employment and wage increases, giving less priority to other objectives such as bringing a vocational training system into effect.

In addition, the State institutes for vocational training, developed in the 1960s within the educational system and so coming under the Ministry of Education, had not been devised as a means of implementing labour

market policies. They were usually attended by people looking for a quite highly-skilled job.

It must also be pointed out that education at that time was compulsory only up to the age of 10. After primary school came the transition to the secondary level, with the possibility of going on to the upper classical or scientific secondary level. The rules for selection were however very strict, and those who were unsuccessful could only hope to start work at the age of 14. It was this group more than any other which attended vocational training courses, mainly organized privately but financed by the Ministry of Labour. The impression gradually spread that this system of vocational training was for those who were academic failures.

On the basis of Law No 25 of 1955, apprentice training was backed up by a school course of eight hours weekly, but this did not bring about any substantial improvement in the quality of training. Owing to the lack of a worthwhile system of training, the school course for apprenticeships (which in any case are restricted to small businesses) became no more than compensation for the shortcomings existing within general school education, without in any way being used to provide a genuine qualification for young people. The 1960s represented a very dynamic period for the economy. Economic planning was brought in, the nationalized industries expanded, and the trade unions, after rapidly becoming much stronger, turned their attention towards

the problems of work organization and the quality of work. All this however had little effect on vocational training at first.

The vocational training system financed by the Ministry of Labour continued to operate and the quality of training was improved thanks to a 1961 provision which stipulated that courses should last two to three years. However, neither the employers nor the trade unions regarded this system as being the right tool for an active and resolute labour policy.

In 1962 the lower middle schools were reformed and education became compulsory up to the age of 14. In 1967 the State vocational training schools were finally incorporated within the public educational system. Courses lasted three years, and they could now be attended after compulsory education, with the school leaving age raised from 10 to 14, within the framework of upper secondary education. This part of vocational training programmes was thus brought into the school system and so under the responsibility of the Ministry of Education. In 1969 these schools for vocational training (IPS - Istituti professionali triennali) were for the most part changed into branches of the upper secondary school system, with five-year courses at some of them leading to university entrance qualifications.

One reason for the lack of any real progress in the 1960s in vocational training under the Ministry of Labour lay in the failure to implement regional reforms. Articles Nos 117 and 118 of the Constitution of the Italian Republic in 1948 had given the regions responsibility for crafts and vocational training. It was however pointless to try and implement these articles before the regions had even been established. When they were established, after the regional elections in 1970, the unresolved problems of the past came to the fore again. A system of training orientated towards the labour market had to be established as quickly as possible. It was also necessary to reform the job placement system which worked exclusively with formal quantitative criteria and so was not very flexible. In January 1972, responsibility for training outside the education system was finally given to the regions, thus enabling the different demands of the various parts of Italy to be met.

The Ministry of Labour retained responsibility for:

- distributing resources from the Fund for Workers' Vocational Training (FAPL), set up in 1949 on the basis of annual contributions from the social security scheme and the State, with 75% for the regions and 25% for the Ministry of Labour for its residual responsibilities;
- maintaining relations with the European Economic Community;

- administering social security contributions for apprentices;
- administering training and further training for teaching and training personnel, technical assistance, and training for special measures connected with reorganizing production or new industrial settlements.

To carry out these tasks, the Ministry of Labour set up an agency (under Article 17 of Presidential Decree No 10) with a technical assistance role. This was to become the ISFOL (Istituto per lo Sviluppo della Formazione Professionale dei Lavoratori - Institute for Workers' Vocational Training) which was set up under Presidential Decree No 478 of 30 June 1973 and began operations on 1 February 1974. The various public bodies (INAPLI, ENALC, INIASA) concerned with vocational training were disbanded and their responsibilities and structures transferred to the regions, which also took over the running of the CIAPI (Joint Company Centres for Vocational Training in Industry) from the Cassa per il Mezzogiorno (Development Fund for the South of Italy).

Beginning with the implementation of Presidential Decree No 10, the regions started a process of management which, in the early years, inevitably followed the methods used for over 20 years by the Ministry of Labour.

At the same time, however, innovatory trends of great importance were appearing in Italy, like elsewhere in Europe: educational leave for workers was included in nearly all wage agreements after 1973/74 and provision for it is usually based on use of the school system. Industrial reorganization, as a result of the economic crisis, is regulated by a law of July 1977, which gives specific responsibility to the regions for retraining workers (although this has not yet been done). The 1977 Law on youth unemployment acknowledged the regions' responsibility for vocational training agreements and in general for all measures to encourage the development of training. The results have not however come up to expectations, because of the inadequacies of the training system.

There was an increasingly urgent need for an outline law to link training to employment, to make a clear and precise distinction between the responsibilities of vocational training and academic education and, finally, to give the regions an opportunity to plan vocational training. This law was adopted on 21 December 1978. Amongst the various changes and innovations introduced, this law abolished the FAPL, setting up other sources of finance.

In practice, Law No 845/78 (the outline law on vocational training) broke with the long-established tradition of regulative uncertainty and devised a framework for the system, covering the main inter-connected aspects with regard to structure, management, organization, instruction and training. In addition, it achieved the difficult task of harmonizing often widely divergent political attitudes.

Within the framework of the guidelines laid down by the outline law, each region has subsequently either taken measures, or is doing so, to bring in laws of its own or to review existing laws in order to eliminate any aspects which are at variance or inconsistent with the national law.

Specifically, in 1985 the situation is as follows:

- 13 regions have taken steps to issue regulations following the outline law which are either new or make changes to previously existing laws;
- 6 regions, on the other hand, still have to take steps to adapt previous regulations and harmonize them with Law No 845;
- one region still has no regional legislation on the matter.

As regards the extent of the field covered by regulations a broad distinction may be made between laws providing

only a general framework and those providing a detailed one, i e:

- the former are those which regulate only the structural and organizational aspects of the vocational training system;
- the latter are those which also extend the spectrum of their regulations to observation of the labour market or vocational guidance, or both together.

The evolutionary process has not yet however ended, since for it to do so two essential and indispensable conditions need to be met, the reform of upper secondary schools and of employment.

OUTLINES FOR REFORM

Effective development of the system described up to now is conditioned by the proposal to reform upper secondary schools, which was being debated by Parliament when this text was written. The direction in which the reform project is moving is towards evening out the educational differences which exist at present between the various courses and the other schools of different types. The underlying idea seems however to be universality, i e equal possibilities of instruction for all. The reform proposes that upper secondary schools be divided into two periods, one lasting two years and the other lasting three years, for a total of five years. In the two-year period pupils will study subjects common to all (the common

area) for most of the time; but as early as the first year they will have to choose a particular vocational skill to be studied which they will then continue in the following three-year period, in which most of the school timetable will be devoted to this "specialization". In addition however to the unified two-year period, there are other possibilities for those enrolling in the first year, i e the "short course", a highly controversial parallel two-year period which is aimed at getting young people into the labour market quickly.

It is moreover impossible for a two-year curriculum to meet long course and short course requirements at the same time, nor can credence be given to the hypothesis that compulsory education be extended for all within the schools system alone. Instead, various opportunities for extending compulsory education for all need to be provided within the training system, establishing central co-ordination for different but consistent training paths, well-grounded both educationally and vocationally, and which meet individual and social requirements, ambitions and changes. Any approach which meets specific final, fundamental conditions may be chosen to fulfil the obligation.

CHAPTER 6

RESPONSIBLE AUTHORITIES

STATE TRAINING IN SCHOOLS for all groups of trades and occupations in upper secondary schools within the general system of education comes under the sole responsibility of the Ministry of Education, which also lays down the curriculum. At national level there is an advisory board called the National Council for Public Education, and there are corresponding committees at provincial and district levels. The execution of training is a matter for the individual schools, while the examinations are conducted by trade committees appointed by the Ministry of Education.

REGIONAL TRAINING outside the education system is carried out in the centres for vocational training and since 1978 this has been the responsibility of the regions. They exercise control through different committees - the most prominent being the Consiglio Regionale (Regional Council) and the Giunta Regionale (Regional Committee) as defined by legislation for vocational training. A special regional committee for vocational training (the Commissione regionale per la formazione professionale) supervises the content and development of courses. Representatives of the employers and the unions are members of this committee.

Regional legislation determines the composition of the examination committees, whose members include representatives from the Ministry of Labour and one from the Ministry of Education.

ISFOL (Istituto per lo sviluppo della formazione professionale dei lavoratori - Institute for the development of vocational training for workers) provides technical assistance for the regions on vocational training. As regards regional vocational training, it would appear advisable to examine responsibilities and procedures in more detail. For the purposes of planning training activities, the region draws up a forward plan covering several years, with reference to national and regional economic planning and on the basis of the information provided by the various manufacturing sectors on training requirements.

This plan, the merits of which are discussed by both sides of industry and local bodies at sub-regional level through a special advisory committee, is then approved by the regional council. On the basis of the multi-annual plan, the region draws up an implementation plan each year.

While the multi-annual plan is an instrument of strategy (defining regional bodies' objectives, guidelines and criteria), the annual plan is operational (use and allocation of resources and definition of technical procedures for the provision of training).

To carry out training activities, the regions use:

- regional, inter-communal and communal training centres;

- centres run by private institutions, non-profit-making bodies which have vocational training as their objective and which are selected on the basis of a dual parameter, both technical (the suitability of structures) and cultural (the expression of forces and movements operating in society).

Relations between regions and private institutions are regulated by agreement. It is for the region to decide what proportion of training must be financed from the Communal Fund, and which proportion should be submitted in the form of a project to the Rotation Fund and, as a result, to the European Social Fund.

Notwithstanding the existence of various ways in which authority is delegated to local territorial bodies, the region usually deals directly with experimental projects, the training of teaching staff (which it may do through agreements with public and private bodies), and, finally, special projects, which because of their exceptional nature it has not been possible to include in the annual plan.

Some regions make provision for delegating authority to sub-regional territorial bodies. The solutions adopted, however, vary as regards:

- the choice of the delegated body (communes, associations of communes, districts, provinces and

also arrangements with inter-communal associations and provinces together, etc);

- the extent of the authority delegated.

In this regard there exist two basic frameworks:

- the first is characterized by strong emphasis on the sub-regional phase, with the institute involved in planning, management and administrative procedures;
- the second leaves the region in charge of the whole system: delegated authority is restricted mainly to the management of public centres, while the sub-regional bodies participate in planning mainly in terms of powers and proposals.

Apprenticeship, which now exists virtually only in the manual crafts sector, is regulated by Law No 25 of 1955, which was intended to bring together training at work and supplementary instruction outside the firm. However, it did not have the desired results, although the length and content of apprenticeships were established as part of wage negotiations for individual groups of occupations; the employers and the unions did not succeed in achieving that level of consensus which would have enabled new life to be given to the apprenticeship system.

Apprenticeship training is carried out almost entirely within companies, because the regions have recently stopped providing the eight hours' weekly additional

tuition required under Law No 25 of 1955. Final examinations are conducted by examination boards, chaired by an inspector appointed by the Ministry of Labour, with two experts provided by the provincial labour office (one representing the employers and the other the workers).

In 1984 the whole question of apprenticeships in crafts firms was modified by a draft agreement initialled by employers' organizations in the crafts industry, the unions and the Ministry of Labour. In the textiles, clothing, printing, light engineering, woodworking and other less important sectors, crafts firms may take on apprentices for longer periods and at lower wages than those laid down in previous agreements on the subject.

In addition, various regions such as Veneto, Emilia Romagna and Umbria have adopted more favourable regulations with respect to crafts firms which undertake to carry out specific vocational training programmes for their apprentices. These regulations provide for economic incentives and assistance in running courses.

Training-work contracts are regulated now by Law No 863 of 6 December 1984 which lays down that:

- the firm must prepare in advance a project which specifies the characteristics of the young people to be taken on, and particulars of the jobs requested, and which states how long the training to be given to those just taken on will last and how it is organized.

- the project is then submitted for approval either to the regional committee for employment or to the unions in the appropriate sector. It is mandatory to submit it to the regional committee for employment only in cases where the region or the European Communities are asked for a financial contribution to training costs;
- once the project has been approved, the firm draws up a contract and promptly notifies the employment office.

These new regulations again show how the problem of training young people in Italy has been tackled by means of emergency measures under the growing pressure of the increase in unemployment amongst young people. There can be no doubt that the difficulty in establishing a constructive dialogue between employers, the unions and the public authorities has hindered the search for more balanced "linked work and training" solutions, as defined at European level.

CHAPTER 7

FINANCE

FINANCE FOR VOCATIONAL TRAINING

The overall total of funds earmarked by the various public authorities (Ministries, independent State companies, the regions, and the Cassa per il Mezzogiorno) for vocational training was LIT 2 169 billion in 1984, compared with LIT 1 905 billion the previous year, LIT 1 781 in 1982 and LIT 1 654 in 1981, representing a total increase over the four years considered of 31.2%. It should be pointed out that this increase has not in fact led to a growth in vocational training: if the amounts are considered in terms of constant lire, they do not offset the negative effects of rises in costs and the depreciation of the currency, showing an overall fall of 12.6%, as can be seen from the following series of figures.

	CURRENT LIRE			CONSTANT LIRE	
	BILLIONS	VARIATION IN BILLIONS	%	BILLIONS	VARIATION %
1981	1 653.7	-		352.9	-
1982	1 780.8	+127.1	+7.7	322.7	-8.6
1983	1 905.1	+124.3	+7.0	300.1	-7.0
1984	2 169.1	+264.0	+13.9	308.5	+2.8
1981-84	-	+515.4	+31.2	-	-12.6

The breakdown of funds set aside for vocational training in 1984 by the various organizations is as follows:

	MILLIONS OF LIRE	%
MINISTRY OF EDUCATION	1 058 117	48.8
MINISTRY OF LABOUR	415 898	19.2
OTHER MINISTRIES	168 596	7.8
OTHER (Independent State Companies, Cassa per il Mezzogiorno, Presidency of the Council)	26 556	1.2
REGIONS	500 000	23.0
TOTAL	2 169 167	100.0

As can be seen, the public body making the largest contribution is the Ministry of Education: practically all these funds are for institutes for vocational training (IPS), with 96.6% of the total going on staff costs and the remaining 3.4% on instructional and administrative costs and the purchase and replacement of equipment, etc.

As regards the Ministry of Labour, the biggest single item in the total of LIT 415.8 billion consists of LIT 233.6 billion from the Rotation Fund established under Article 25 of Law No 845 of 21 December 1978.

The remaining bodies (which account for 9% of the overall total), excluding the regions, mainly finance training intended to meet internal requirements, i e training, refresher and specialization courses for their own staff or the activities of schools, institutes and academies providing such training. With particular reference to

the regions, it should be pointed out that it is difficult to estimate the amount they themselves actually set aside, without taking into account the contributions from the State or from the European Communities; an attempt can however be made, on the basis of the individual budgets, to quantify the sums allocated by the regions by including estimates and assessments with the figures. For the period from 1981 to 1984, the figures are as follows:

YEAR	BILLIONS OF LIRE	% VARIATION
1981	350	-
1982	410	+17.1
1983	420	+2.4
1984	500	+19.4
1981-1984	-	+42.8

Overall expenditure, i e what the regions actually include under expenditure in their budgets, is as follows:

YEAR	BILLIONS OF LIRE	% VARIATION
1981	926	-
1982	1 336	+44.3
1983	1 351	+1.1
1984	1 628	+20.5
1981-1984	-	+75.8

As regards the financing system for vocational training, vocational training in schools, which is one type of

upper secondary schooling, is financed entirely from the budget of the Ministry of Education; it is therefore funded entirely from the State budget as part of general expenditure for financing the educational system.

Vocational training outside schools, covering all training directed not only towards young people but also towards adults interested in acquiring a skill, or a new skill, in re-training or improving existing skills, was finally covered by legislation with the introduction of Law No 845 of 21 December 1978, defined as an "outline law on vocational training" in that it lays down the general principles to be observed by the organizations operating in the sector, identifying the fields where the regions and the State are to intervene, outlining a new financing system and, in Article 23, authorizing the abolition of the Fondo Addestramento Professionale Dei Lavoratori (FAPL - the Fund for workers' vocational training) which had continued to finance 25% of all State training and 75% of all regional training activities.

Following the introduction of this Law, vocational training is now financed mainly by:

- a Communal Fund established under Article 8 of Law No 281 of 16 May 1970.
  On the basis of this Article a chapter has been included for this fund in the expenditure budget of the Ministry of Labour, funded by a share of the

receipts from certain State taxes. The Comitato interministeriale per la programmazione economica (CIPE - Interministerial commission for economic planning) shares out the overall amount each financial year between the regions, which can then either spend the resources received directly on vocational training, supplementing them with their own funds, or include them in the regional budget before allocating them to the various councils;

- a Rotation Fund, set up at the Ministry of Labour and Social Security, which is administered independently outside the budget, under Article 25 of Law No 845/78 to favour access to the ESF for projects from public and private bodies. In implementation of this Article, the CIPE, in accordance with parameters laid down by the Inter-regional commission (Article 13, Law No 281 of 16 May 1970) lays down by 30 September each year the ceiling for funds within which each region may authorize projects to be forwarded to the ESF; the Rotation Fund granted to each region covers part of the contributions to be met by the national authorities, i e generally 50% of the total authorized expenditure.

Consequently the regions, when drawing up their annual vocational training plans, may authorize training projects to be submitted for the area they are

responsible for, after making provision for the national financial share to be covered up to the funds available to them.

It should be pointed out that the ESF projects which may benefit from the Rotation Fund must be for training aimed at specific job opportunities (Article 24, Law No 845/78).

CHAPTER 8

TRENDS

Even within a complex and at times problematical situation, innovatory aspects are evolving. On the relationship between vocational training and manufacturing industry, it can be seen that the latter is viewed as:

- a subject for planning: all the regional laws do in fact include manufacturing industry in their plans, carefully defining subject areas and contributions;
- a subject for training: firms may in fact enter into agreements with the regions to run training courses themselves for their staff or to offer training services to the regions (hosting courses, providing technicians and experts, etc);
- a user of regional training: firms with no training resources of their own may, either individually or in association with others, reach agreements with vocational training centres for the training of their own staff.

As regards the vocational training system, in response to technological and organizational changes, and as a result of the changes which have taken place in the demand for skills, what can be seen increasingly often are reductions in the basic training courses planned and increases in the courses planned for so-called "second level" training courses (post-diploma and/or post-graduate courses).

The objectives of the outline law, the reading and enactment of which are made increasingly problematical by developments in the economic and employment situation, continue to provide the overall reference framework for regional training. For example, where training is directed towards specific job opportunities there are obviously problems at a time when overall stagnation in manufacturing is accompanied by profound changes in production management and organization. Furthermore, it is also obvious how difficult it is to identify the social demand for training at a time when the employment crisis creates forms of transition and mobility in work which are atypical compared with the past and which are based on approaches hinged almost exclusively on individual initiative.

The second basic objective proposed by the outline law consists in responding to the demand for training from a broader range of users through widely different types of training in accordance with requirements and individual motives.

In this respect the regions have made significant progress. The unimaginative repetition in regional laws of what is contained in Law No 845 has given way, as mentioned before, to a positive effort to make training available which is targeted at non-traditional users of vocational training systems such as apprentices, adults, and those with higher education diplomas in productive sectors who previously lacked any training infrastructure.

While this is the picture as it emerges from an overall examination of what is happening throughout Italy, regional differences continue however to be substantial, both as regards the ability to plan and promote new forms of activity and with regard to the far-reaching reorganization required by this diversification with regard to users and training.

A second problem concerns diversification within the framework of so-called "consolidated" or basic training. The fact that the regions are involved mainly with the underprivileged (drop-outs from school and often, in the case of adults, from industry) has not yet been taken properly into account. This requires:

- greater "de-schooling" of training, in order not to re-create the same conditions which caused young people and adults to reject the educational system;
- the ability to promote training amongst those young people who have been excluded from the educational system and are often incapable of devising a way of making the transition to working life or adult life in general;
- changing the role of teaching staff, not merely as regards higher standards of professionalism, but also with regard to the ability to carry out planning tasks, give instruction in firms, and co-ordinate and direct activities to help young people get into the world of work.

Another trend consists in making good use of every request which may provide or promote training within a particular area. The concept of "multi-centred training" remains valid and tenable provided the regions (or the territorial bodies with delegated authority) succeed in including, in an overall training programme, all the supply of training which manifests itself or can be acted on in a given context. To proceed along these lines requires:

- good knowledge and careful analysis of training potential in the area or its effectiveness (and this analysis should not be restricted to the structures of schools and directly or indirectly managed vocational training);
- and, above all, ability on the part of the regions (or the territorial bodies with delegated authority) to set up centres to match training supply and demand in which they can play an important role, not just in making requirements known (which would already be worth while) but also in piloting the initiatives of the various people promoting training.

In terms of contents and objectives, the new training system is characterized more by training in some basic skills, in the first place the ability to "find out how to learn" than by the acquisition of stable skills intended to last a lifetime.

From this it follows that general education is increasingly being incorporated with vocational education, putting into effect the apparently paradoxical principle that "the best vocational education is general education", since it provides attitudes and basic concepts on which subsequent education can be built. Specialization in the sense of acquiring specific vocational skills is being gradually held back until adulthood.

According to this view, the prime objective of the training process is consequently to teach the aptitude to use the knowledge acquired "in situations that cannot be foreseen when it is acquired".

This amounts to affirming the need to bring into being an effective system of permanent education, which recognizes collective and individual needs to alternate recurring periods of organized education with various types of work and/or individual and other instruction. These definitions naturally suffer from excessive generalization, but they are indicative of the pattern shaping the entire training system in Italy.

Three corollaries ensue from this:

- recognition of multi-centred training;
- integration between the schools system and other bodies or institutions which provide training (CFP, firms, specialized agencies, cultural centres);

- redefinition of the role played by institutions outside schools, and their relationships with schools; assessment and supervision of their activities both as regards instructional content and what they actually achieve on the labour market.

Finally it should be pointed out that a "bands of skills" project is under way, prepared by ISFOL and conducted in conjunction with the regions.

The project's prime objective is:

- to define uniform levels of skills throughout Italy;
- to identify minimum standards;
- to bring skills together in groups.

From the methodological point of view a system for analyzing skills has been prepared which meets the requirements of flexibility and innovation in the vocational training system as well as the transferability of the survey model to different technological and vocational contexts.

Nine projects are now under way, covering engineering, chemistry, printing, information technology, office work, tourism and the hotel trade, electronics, electro-mechanics and textiles.

The regions play a central role in the whole project and are helping it to move forward; they play a very active part, in addition to being present in large numbers.

Finally it should be pointed out that the projects under way concern sectors representing over 80% of basic training activity.

SYNOPSIS OF PROJECT BANDS UNDER WAY AND REGIONAL PARTICIPATION

PROJECTS UNDER WAY	ENGINEER-ING	CHEMISTRY	PRINTING	INFOR-MATION TECHNOLOGY	ELECTRO-MECHANICS	TOURISM & HOTELS	OFFICE WORK	TEXTILES	ELEC-TRONICS
CO-ORDINATING REGION	PIEDMONT	LOMBARDY	VENETO	LOMBARDY	LIGURIA	MARCHES	LAZIO	EMILIA R.	ISFOL
OTHER PARTICI-PATING REGIONS	ABRUZZO CALABRIA LAZIO LIGURIA LOMBARDY MARCHES TUSCANY	ABRUZZO LAZIO	FRIULI VG LOMBARDY PIEDMONT EMILIA R.	PIEDMONT APULIA	ABRUZZO BASILICATA LAZIO LOMBARDY MARCHES PIEDMONT	LOMBARDY TUSCANY EMILIA R. UMBRIA LIGURIA LAZIO ABRUZZO PIEDMONT APULIA	ABRUZZO BASILICATA CALABRIA MARCHES PIEDMONT	LOMBARDY PIEDMONT TUSCANY	LOMBARDY EMILIA R. UMBRIA TUSCANY PIEDMONT APULIA LAZIO LIGURIA ABRUZZO

CEDEFOP — European Centre for the Development of Vocational Training

Vocational training in Italy

ISFOL, Rome

Luxembourg: Office for Official Publications of the European Communities

1988 — 84 pp. — 21.0 × 29.7 cm

DE, EN, FR, IT

ISBN 92-825-7951-4

Catalogue number: HX-47-86-745-EN-C

Price (excluding VAT) in Luxembourg:
ECU 4 BFR 180 IRL 2.90 UKL 2.50 USD 4

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Tel. (03) 439 0124

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European Centre for the Development of Vocational Training,
Bundesallee 22, **D-1000 Berlin 15,**
Tel. (030) 88 41 20; Telex 184 163 eucen d; Telefax (030) 88 41 22 22

ISBN 92-825-7951-4

Price (excluding VAT) in Luxembourg
ECU 4 IFR 180 IRL 2.90 UKL 2.50 USD 4

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